

DOUGLAS COUNTY

SCENIC RESOURCE PROGRAM

NORTH UMPQUA SCENIC RESOURCE AREA



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INTRODUCTION

The Douglas County Scenic Resource Program is a portion of the County's overall comprehensive land use planning effort. This particular program is authorized and is in accordance with the requirements of Statewide Planning Goal 5, which is titled "Open Space, Scenic and Historic Areas, and Natural Resources."

Upon adoption, parts of Section I, the policies found in Section II, and all of Sections III and IV will be contained within the County's Comprehensive Plan. Article 32, Chapter 10 and the Definitions contained in Section II of this program will become sections of the County's Land Use and Development Ordinance.

On behalf of the Douglas County Planning Department, the Department wishes to express our appreciation to several individuals whose contributions were invaluable in the development of this program:

Ken Hebard

Douglas County Planning Commissioner

Ellis Antrim

Representing the Izaak Walton League

Mike Gerstenberger Executive Director, Douglas Timber Operators

And a special thanks to Charles Telford, Visual Resource Specialist for the Bureau of Land Management, and Erl Swanson, Landscape Architect for the Umpqua National Forest.

Douglas County also thanks the U.S. Forest Service (Umpqua National Forest) and the Bureau of Land Management, Roseburg District, for allowing their personnel to assist us in this effort.

The spirit of cooperation exhibited by these individuals allowed us to develop this entire program in a very brief six weeks, a real tribute to those involved.

Michael J. Rupp, Project Coordinator

December, 1981





Douglas County Planning Department

Keith L. Cubic

Michael J. Rupp,

Jerry Elliott,

Frank Nielsen,

Gordon V. Coons

Stephen T. Gregg Patricia Johnson

Suzanne W. Beckley

Planning Director

Project Coordinator,

Scenic Resource Program Report and

SRM Committee Ordinance

Scenic Resource Overlay Classification

Inventories and Mapping

Drafting Coordinator

Graphics

Graphics

Typist



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SCENIC RESOURCE MANAGEMENT

The American people are concerned about the quality of their visual environment. Because of this concern, it has become appropriate to establish the "visual landscape" as a basic resource, to be "treated as an essential part of and receive equal consideration with the other basic resources of the land." At the same time, public demand has increased for goods and services produced on much of the same land. It has thus become necessary to both inventory the visual resource and provide measurable standards for the management of it. 1

Many areas in Douglas County have long been regarded by visitors and local residents alike as scenic. With the local economy dependent on our natural resources, it is reasonable to expect some conflicts and some tradeoffs between the use of the resource for economic gains and the conservation of resources to obtain other benefits. With the understanding that the use of our natural resources is central to our economic welfare and that visual quality, as stated in the above quotation, is also an important natural resource, Douglas County has developed a program to manage its "outstanding scenic views and sites."

The theme or premise on which the County has proceeded is described in the following statement contained in a National Forest landscape management publication:

The human has long been regarded as an integral part of nature and its complex processes. As such, it is believed that if one lives and works in harmony with nature, it not only produces a balance within the ecological systems, but also tends to maintain or upgrade one's psychological welfare. Since people's perceptions of their surroundings are based primarily on what is seen, the visual effects of human activities are of great importance in determining how a society feels about its relationship with the natural world.

Public concern for the environment -- including its esthetic values -- has increased as more and more land has been visibly affected by management activities. Often foremost among these concerns has been the visual effect of timber harvesting.

¹US Forest Service, National Forest Landscape Management, Vol. 2, Chapter 1, The Visual Management System, p. 2.

Many timber harvesting activities introduce harsh and incongruous visual elements into the landscape.

Concurrently, many of the more visually sensitive timber stands have remained unmanaged for want of a visually acceptable method of harvesting. Many such stands are reaching the end of their normal life cycle, and are becoming susceptible to nature's regeneration processes: wildfire, disease, insect infestation, or windthrow.

Nature's regeneration processes also often produce unpleasant visual elements in the landscape (such as windstorm damage).

Timber harvest can cut short these natural catastrophies and in turn does not have to be accomplished with such obvious aesthetic impacts.

By applying visual quality principles, processes can be developed by which the positive visual attributes of a managed forest can be enjoyed while minimizing the more negative visual aspects of timber harvesting (and other land uses).

WHY DEVELOP A "COUNTY" SCENIC RESOURCE PROGRAM?

Several factors influenced the County's decision to develop its own program to manage scenic resources. Foremost was the realization that specific viewsheds, highly regarded for their scenic value, needed protection or they can be damaged visually by certain land use actions. Another reason for the development of this "local" program is that decisions regarding scenic resources can be made in a timely manner by local people.

The County believed it would have been remiss in relying on federal or state scenic rivers programs to make scenic resource management decisions when individual talent is available locally. Also, with the management of scenic resources through a federal or state scenic rivers program, we understood that program objectives and management techniques often will differ from those desired by many local people. The fact that program administrators would not be familiar with local situations and program decision-makers would not be able to render decisions locally contributed to Douglas County's decision to pursue the development of its own scenic program. And last, federal and state scenic rivers programs concentrate on rivers, only a small portion of the viewshed.

¹US Forest Service, <u>National Forest Landscape Management</u>, Vol. 2, Chapter 3, Timber, p. 2.

A program which affects the management of outstanding scenic views needs to encompass management techniques beyond those designed for viewing only from the river. The remainder of this report describes Douglas County's unique "Scenic Resource Program," which blends conservation of scenic resources with the practical utilization of our natural resources.

THE PROGRAM'S OBJECTIVE

The Douglas County Scenic Resource Program was developed with the idea that most land use activities typical to an area may occur provided the area's scenic resources are conserved. This philosophy, similar to that used by the U.S. Forest Service and Bureau of Land Management, recognizes that carefully designed land use actions can actually benefit an area's visual quality. A carefully designed entry into a forest may require a specific harvesting technique, such as several small clear cuts instead of one large one or an entry designed along topographic conditions rather than a rectangular shape. Other mitigation measures, such as a vegetation buffer, a specially shaped roof for a building, or an additional clearcut to accentuate variety, may be appropriate.

KEY ELEMENTS OF THE SCENIC RESOURCE PROGRAM

Douglas County's scenic resource program was developed at the staff level with the assistance of specialists in the fields of forest management, land use planning and scenic landscape management. This effort was a unique cooperative venture by representatives from the local timber industry, a conservation organization, and both the federal and local governments. This scenic resource program is a blend of elements reflecting the expertise, judgment and

¹In this scenic resources section, Douglas County provides a program to conserve the County's "outstanding scenic views and sites." Unlike the general "scenic areas" policies contained in the County's Park and Recreation Element which address conflicts between "non-resource" activities and scenic quality (see Parks and Recreation Element, pages 155 and 159, policies 22 and 23), Douglas County provides under this program a mechanism by which some resource and all non-resource activities are evaluated to prevent conflicts with an area's scenic qualities.

spirit of cooperation from the participants. Several program highlights or key elements deserve further explanation.

A. <u>Based on Fundamentals of Resource Management</u>

During the development of the scenic resource program, participants were exposed to basic issues of landscape architecture, forest management practices and techniques and scenic resource management. This information greatly influenced the program proposal; a few of the concepts are summarized below:

- 1. After substantial review of both the Bureau of Land Management's Visual Resource Management Program and the Forest Service's National Landscape Management, the most applicable terms, concepts, definitions and management techniques from each program were used.
- 2. Although adapted from the BLM and Forest Service approaches, this scenic resource program was tailored to address this county's local problems and responsibilities.
- 3. An understanding of the differences in the growth and harvesting of an "old growth forest" and a "second growth forest" provided insights which lead to a differentiation in visual management objectives and regulations between the "foregound" and "middleground".
- 4. The understanding that a natural resource area such as a forest is a changing environment lead to the realization that, as growth continues, what can be viewed today from one viewpoint may not be seen in a few years. Therefore, a review of scenic area boundaries at regular intervals is necessary.

B. Coordination

Developed in an atmosphere of private-public sector cooperation, coordination remains a key ingredient in scenic resource management. From program policies to the composition of committee memberships, coordination among federal, state and local governments as well as conservation groups, the timber industry and local citizens remains a significant element of the program.

C. Direct Policy Application

After much discussion, the program development group decided that the degree of conservation needed in the "foreground" was greater than that needed in the middleground area. This premise is based on two factors. First, the foreground, by definition and distance from the observer position, implies "visual detail." The middleground implies a range from detail to a general view. Second, conservation of the foreground over time may visually block the middleground and background in the future. These factors, combined with the federal programs requirements for a "higher degree" of scenic quality on their lands, supports the decision to establish less stringent standards for private lands without impairing an area's visual integrity.

This decision affected aspects of the County scenic resource program. First, the Scenic Resource Management (SCM) Committee will review and regulate almost all activities affecting visual quality in the "foreground" area. In the middleground, the SCM Committee will only review activities and recommend measures to mitigate visually negative impacts. Also, the level of regulations between foreground and middleground varies in that the visual standards for the middleground are less stringent than those for the foreground.

D. Flexibility

To understand visual resource management, one must realize that the root of such a program is basically subjective. From the subjective of what is visually attractive, a consistent evaluation of components is needed to move this "art" toward a "science". Once this evaluation or inventory is complete, visual resource management is still the art of designing the landscape from a set of variables. For example, when viewing an entire area, the removal of timber in one location could affect whether harvests nearby will become assets or liabilities to the total viewshed.

Landscape management terms such as visual absorption capacity, sensitivity level, and visual quality objective, imply varying degrees of subjectivity. The threshold or tolerance level of an acceptable landscape can be judged differently by all. Therefore, the need for "flexibility" in the implementation was an early objective of the program. Review of activities by a committee with assistance from specialists will allow flexibility while still conserving the resource.

E. Local Review

A central component of the County's program is a special committee empowered to evaluate the possible effects a land use activity may have on the scenic quality within a "designated" scenic resource area. A committee small in number can act quickly; a committee "balanced" with those whose interests are considered most affected should render decisions which appear reasonable. Therefore, the committee's composition was proposed to include three members: one timber industry representative, one conservation group representative, and one member from the general public "possessing a general knowledge of forestry, soils, geology or landscape architecture and having an interest in conserving the County's scenic resources". With ex-officio assistance from forestry, landscape management and other federal, state and County professionals, the prospects for review by a knowledgable and impartial tribunal appear good for both the County's citizens and their scenic resources.

F. County-Federal Program Continuity

The County's Scenic Resource Program regulates conflicting uses in the "foreground" and recommends measures to mitigate conflicts in the "middle-ground". The basis from which review, regulation or mitigation recommendations shall occur is the visual quality policies of this program, borrowed from objectives utilized by the U.S. Forest Service. These "visual quality objectives" (or classes in BLM's program) were used because they are generally consistent measures of visual quality. Also, by use of the same visual quality objectives, continuity between the Federal programs and the County's can be maintained.

The Forest Service's Visual Quality Objectives³ are grouped into five general classifications which are described as follows:

¹Land Use and Development Ordinance for Douglas County, §10.020(1).

²Visual Quality Objective (VQO): A desired level of scenic quality. Refers to one of five alterations of the natural landscape: preservation, retention, partial retention, modification and maximum modification.

³U.S. Forest Service, <u>National Forest Landscape Management</u>, Vol. 2, <u>Chapter 1</u>, The Visual Management System, pp. 44-45.

Preservation: provides for ecological change only.

Retention: man's activities are not evident to the casual forest visitor.

Partial Retention: man's activities may be evident but must remain subordinate to the characteristic landscape.

Modification: man's activity may dominate the characteristic landscape but must, at the same time, utilize naturally established form, line, color, and texture. It should appear as a natural occurrence when viewed in foreground or middleground.

Maximum Modification: man's activity may dominate the characteristic landscape but should appear as a natural occurrence when viewed as background.

The visual quality objectives proposed for the County's Scenic Resource Program are "partial retention" for the foreground and "modification" for the middleground. In addition to the general rationale supporting this decision provided in this report (see "Direct Policy Application"), these two visual quality objectives in most instances are consistent with impacts found on existing scenic resource lands held privately.

G. Attempts to Regulate Rather than Prohibit Conflicting Uses.

Passive uses, such as watershed management, some type of recreation and fish and wildlife habitat management, were considered compatible with scenic resource management. Other developmental or resource uses, such as forest management, mineral and aggregate mining, road construction, homesite and commercial development, and energy generation, can conflict under certain situations with the management of scenic resources. Review of certain uses for the purpose of mitigating potential conflicts is preferred over prohibition.

 $^{^{}m 1}$ See "Key Elements of the Scenic Resource Program".



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PREMISES OF SCENIC RESOURCE MANAGEMENT 1

1. Expected Images Exist in Certain Areas The majority of people have an image of what they expect to see. Such an image or mental picture is generated by available information concerning a particular area and the person's experience with that or similar areas. The image produced represents the knowledgeability, expectedness, romanticism and emotionalism associated with features within the area. Obviously, several images may exist simultaneously, even within a single individual, and yet a particular geographic region tends to have an identifiable image.

Although studies of people's images of forest areas result in varied responses from one geographic region to another, one factor generally remains constant. People expect to see a naturally appearing character within each region.

- 2. Esthetic Concern Varies and Types of Viewers are Critical It is assumed that esthetic concern varies among users. Those people most concerned about esthetics are those who are in an area because of, or have a major interest in, the scenic qualities, e.g., recreation, area residents and travelers.
- 3. <u>View Duration is Critical</u> The visual impacts of management activities increase as the duration of view increases beyond a quick glance. Examples are those areas seen from vista points, visitor centers, end of the road tangents, etc.
- 4. Number of Viewers is Critical The visual impacts of a management activity become more important as the actual or potential number of viewers increases.
- 5. <u>Diverse Landscape Character is Important</u> All landscapes have a definable character and those with the greatest variety or diversity have the greatest potential for high scenic value.
- 6. Retention of Character is Desirable Landscapes with distinctive variety in form, line, color and/or texture should be retained and perpetuated.
- 7. Scenic Resource Management is a Dynamic Process Landscapes are dynamic and even those areas of high aesthetic value may require some management activity to retain the valued character. Also, as vegetation continues to grow, views or objects once critical to the viewshed become less significant resulting in reduction of scenic mitigation measures.
- 8. The Capacity of Each Landscape to Absorb Alteration Without Losing its
 Visual Character is Critical Each landscape unit has its individual

¹US Forest Service, <u>National Landscape Management</u>, Volume 2, Chapter 1, "The Visual Management System (pp. 2-4).

capacity to accept alteration without losing its inherent visual character. This may be expressed in the screening ability of the vegetation and landforms, the variety of vegetative cover and rock outcrops and water, and its ability to recover vegetatively after disturbances.

- 9. The Visual Impact and Character of Management Activities is Critical The visual impact of management activities increases as the amount of landscape alteration increases. The visual impact of management activities generally increases as the visual elements in the management activity deviate from the same elements in the natural landscape.
- 10. Focus of Viewer Attention is Critical The dominance and arrangement of elements will focus viewer's attention and subject certain areas to critical scrutiny. Major peaks, water forms, rock outcrops, meadows, edges, enframed views, axial patterns and convergent patterns are typical areas of focalization. The visual impact of management activities increases as the focus of viewer attention increases in such managed areas.
- 11. Alteration of Character May be Desired Landscapes with little or no variety may be enhanced by alteration.
- 12. <u>Viewing Distance is Critical</u> Visibility and clarity of detail is often a function of viewing distance. The visual impact of management activities usually increases as viewing distance decreases.
- 13. Viewing Angle is Critical Visual impact of management activities increases as the viewer's line of sight tends to become perpendicular to the slope upon which the management activity is to take place.
- 14. <u>Variables Affect the System</u> Other variables which affect the system indirectly are motion of activity, lighting, weather conditions, and season of the year.

AN OUTLINE OF SIGNIFICANT LANDSCAPE MANAGEMENT TERMS 1

I. Concepts

A. Landscapes

- 1. Characteristic Landscapes The character of a landscape is the overall impression created by its unique combination of visual features (such as land, vegetation, water, and structures) as seen in terms of form, line, color, and texture.
- 2. Panoramic Landscape Here there is little or no sense of boundary restriction. Foreground or middleground and objects do not substantially block viewing of background objects. Flat, horizontal planes such as seas, rolling prairies, or faroff mountains are typical forms of the panoramic landscape.
- 3. Feature Landscape This landscape is dominated by a feature object or a group of feature objects. What constitutes a feature object is relative; it may be a great mountain or a tree on an otherwise treeless plain. If the mountain or the tree is to qualify as a feature, the objects which surround it must be visually subordinate to it. Landscape features are sometimes called "landmarks" and given local names such as "Three Sisters," "Lone Pine," "Twin Lakes," etc. Thus a feature landscape always contains a visually important landmark which serves to orient visitors within it.
- 4. Enclosed Landscape Spaces, large or small, are here surrounded by continuous groupings of objects. Examples include meadows or small lakes surrounded by "walls" of trees or earth forms. The grass of the meadow or the surface of the lake, for instance, constitutes a "floor." Enclosed landscapes are normally defined by these wall and floor characteristics. When wall definition is lost because of distance, the panoramic classification is more appropriate.
- 5. Focal Landscape Focal landscapes, such as river gorges or roadways through forests, tend to converge upon themselves as distance increases or as they curve horizontally. Focal landscapes can occur anywhere that landforms, vegetative patterns, or waterways lead the observer's eye to a point of convergence. A feature terminus at this point of convergence tends to emphasize a focal landscape.
- 6. Canopied Landscape A canopied landscape is characterized by an immediate overhead plane such as the tree crown cover within a forest. Best comprehended on foot or at low speed, this landscape type is small in scale (relation of observer size to seen-object size). The motoring public normally sees the cano-

¹US Forest Service, National Forest Landscape Management, Volume 1.

pied landscape as a tree-enclosed roadway with rapidly changing patterns of light and shadow.

- 7. Detail Landscape A detailed landscape is tied to the immediate foreground. It demands a pedestrial pace and an eye for special amenities to be fully comprehended. Minute segments of forest or prairie ground planes, individual objects or parts of objects, and their visual relationships to each other typify this landscape type. To the knowledgeable observer, detail landscapes consistently reflect the general landscapes within which they exist.
- 8. Ephemeral Landscape Five groups of influences produce ephemeral effects in the landscape -- or for brief periods cause the ephemeral landscape to exist. These groups and examples of each follow:
 - Atmospheric and weather conditions (clouds, hoarfrost, fog, sunrises, sunsets)
 - b. Projected and reflected images (shadows, mirror images of objects by still water]
 - c. Displacements (fallen leaves, floods, windblown objects
 - d. Signs (animal and bird tracks, spider webs)
 - e. Animal occupancy (animal sightings).
- B. Variety in the landscape is desirable. But how much variety is enough? There is no pat answer. There are, however, significant guidelines.

Given any area viewed -- small, large or moving -- there is a point where variety increases from zero until it becomes visually pleasant or acceptable. As it continues to increase, it approaches the point where it is no longer pleasant (it is zero again).

Not everyone would rate each area the same; however, most would pick the middle range as the most interesting but usually would not pick the middle where proportions are equal.

The point is not that we can determine a precise percentage, but that we can approximate the area toward the center of the variety scale at which visual acceptability is reached.

C. Deviations from the Characteristic Landscape - In providing necessary resources for the economy, land managers often have no choice but to create deviations from the surrounding landscape. The test of skill is in devising ways of doing so which borrow form, line, color, and texture from the characteristic landscape.

II. Elements - Four elements compete for dominance in any landscape:

Form Line Color Texture

All four elements are usually present but exert differing degrees of visual influence, power, or dominance. These elements are described as <u>dominance</u> elements to emphasize the importance of looking at both the <u>landscape</u> and the proposed management practice in two ways: (1) their basic visual ingredients and (2) the relative strengths of each.

- A. Form Form is the mass of an object or of a combination of objects that appears unified. If seen in only two dimensions, we call it "shape." Since most landscape objects are three-dimensional, we tend more often to use the term "form."
- B. Line Line is a point that has been extended. It is anything that is arranged in a row or sequence. Line can make up the silhouette of form or it can be considered separately. It is also defined as the intersection of two planes. It is obviously found in ridgelines, shorelines and powerlines. It is also evident in tree trunks, avalanche paths, and vegetative boundaries.
- Color The property of reflecting light of a particular wavelength that enables the eye to differentiate otherwise indistinguishable objects. Color enables us to differentiate objects even though they have identical form, line, and texture. Color dominance often depends on the observer's position. Distant colors are usually muted by a bluish haza caused by dust and moisture. Foreground colors are stronger and more dominant. This is especially true when speaking of the same color from various viewing distances.
- D. Texture Texture dominance varies with distance: Looking at a sample tree from a few feet, we note that the texture of the leaf patterns is dominant. From a few hundred feet, major boughs form the dominant texture. From a few miles, entire groups or stands of trees become the dominant texture.
- III. Principles Six basic principles affect the visual dominance of form, line, color, and texture in a landscape:

Contrast Sequence Axis Convergence Codominance Enframement

Understanding and use of these principles help the land manager analyze (1) the characteristic landscape and (2) the visual impact of his proposed management practices.

- A. Contrast The effect of striking differences in form, line, color, or texture of a landscape's features. Practices that create <u>no</u> visual contrast are simply not perceived; those that create <u>great</u> contrast are immediately apparent to all viewers.
- B. Sequence A continuous or connected series. Sequence, as it relates to landscape management, has two aspects, sequential landscapes and sequential experiences.
 - Sequential Landscapes The land manager needs to identify areas of repetitious dominance of form, line, color, or texture that create visual sequence. Once identified, the strength of visual continuity created by sequence can be assessed.
 - a. Form sequence An interesting sequential landscape -- one of systematic repetition of landform and vegetative pattern. Activities which unsympathetically interrupt this sequence can easily create a "missing tooth: appearance."
 - b. Line sequence The line of trees leads the eye to the structure and intensifies its visual dominance. Removal of one of these trees would break the line and be visually disruptive.
 - c. Color sequence The introduction of color in a sequential pattern can also lead the eye to, and emphasize, a distant object.
 - 2. Sequential Experiences How the observer is exposed to objects is important. A well planned sequence of visual experiences can enrich the viewer's appreciation.

The sequence of visual experiences may be as random and free as that of a hiker who chooses his own route. Or it may be as controlled and limited as that of a train passenger whose personal options for directional changes are virtually nil.

- C. Axis Is the main line of direction, motion, growth, or extension.
- D. Convergence As related to landscape management, convergence generally occurs when major landforms, lines, colors, and/or textures tend to focus attention on one point or a small area.

The point of meeting, or convergence, and its adjacent area generally become dominant focal points within the landscape.

Any land management activity affecting the immediate area should be carefully analyzed and designed to: (1) Blend with the character of the landscape, or (2) contrast with its surroundings tastefully and with purpose.

E. Codominance - Codominance is created when two major features are nearly identical. Tridominance is the result of three nearly iden-

tical features and multidominance occurs with numerous features. Codominant, tridominant, or multidominant features often produce a symmetrical composition that does not blend with the characteristic landscape. Visual competition between like features distracts the viewer and provides a landscape inferior to one of single dominance. The Japanese have studies these relationships for centuries -- some of their gardens are incomparable examples of very simple but very carefully designed patterns of dominance.

- F. Enframement Like the frame of a picture, features in the landscape sometimes direct the viewer's attention inwards. "Walls" of trees or rock (cliffs) on the sides, reflecting waters at the base, and tree canopies overhead serve as forces of enframement. These often reinforce other dominance principles to establish strong focal points.
- IV. Variables Variable factors include: motion, light, atmospheric conditions, season, distance, observer position, scale and time.

Eight factors affect how the dominance elements (form, line, color, or texture) are seen. These factors help to identify the most critical location or time to judge a management activity's degree of visual impact.

In analyzing the influence of variable factors on visual dominance, it is most important to choose the conditions which give the activity the greatest contrast with the characteristic landscape.

A. Motion - can be the most powerful source of visual dominance. The tumbling waters of a cascade or the dancing flames of a campfire offer a fascinating variety of natural motion. Clouds, rain, snow, an avalanche, a tornado, and lightning add motion to the outdoor scene. The human eye can detect motion at astonishing distances or off to the side where little else is noticed.

Motion in a landscape attracts and holds the observer's attention. It can attact such attention to or from management activities.

- B. Light All objects in the landscape reflect sunlight either directly or indirectly. The <u>direction</u> from which light strikes a surface determines the degree of visual impact and dominance. The three basic categories of light direction are (1) backlighting, (2) front-lighting, and (3) sidelighting. Backlighting is usually associated with early or late daylight; frontlighting and sidelighting, with midday.
- C. Atmospheric Conditions Atmospheric and weather conditions greatly affect how the dominance elements are seen. The impact of form, line, color, and texture is reduced by (1) clouds, (2) fog or smog, (3) precipitation, and (4) wind motion. Evaluations made under such conditions distort the contrast of a proposed activity.
- D. Seasons The four seasons of the year may provide contrasting views of the landscape.

E. Distance - The contrast that lets us recognize objects is created by color-value effects. As distance increases, color value decreases toward uniformity. The distance at which an object can no longer be identified depends on two factors: its size and its degree of contrast with its surroundings.

The three distance zones are called foreground, middleground, and background.

A dilemma emerges in this system. As the observer travels, background may become middleground or foreground and vice versa. The concept of "grounds" is static while the observer is mobile. Transportation systems, too, are always subject to change in location. Nevertheless, the three grounds are helpful in land-use planning as terms of reference -- as long as they are not overemphasized.

Changes in vegetative texture help define distance zones. Fore-ground ranges from the detail of leaf veination, through leaf patterns, to the point where major boughs form the texture. Middle-ground is usually defined by major groups of trees forming a strong textural layer over the landform. Background vegetation texture is generally weak and provides only color on the stronger landform. In the illustrations, the sharp contrasts of vegetative texture define the three major distance zones.

1. Foreground Characteristics

- a. Presence the observer is in it.
- b. Maximum discernment of detail in proportion to time and speed.
- c. Scale observer can feel a size relationship with the elements.
- d. Discernment of color intensity and value as seen in maximum contrasts.
- e. Discernment of other sensory experiences sound, smell, and touch are most acute here.
- f. Discernment of wind motion.
- q. Aerial perspective absent.

2. Middleground Characteristics

- a. Linkage between foreground and background parts of the landscape.
- b. Emergence of overall shapes and patterns.
- c. Visual simplification of vegetative surfaces into textures.

- d. Presence of aerial perspective softens color contrasts.
- e. Discernment of relation between landscape units.
- 3. Background Characteristics
 - a. Simplification outline shapes, little texture or detail apparent, objects viewed mostly as patterns of light and dark.
 - b. Strong discernment of aerial perspective reduces color distinction, replaces them with values of blue and gray.
 - Discernment of entire landscape units drainage patterns, vegetative patterns, landforms.
 - d. Individual visual impacts less apparent.
- F. Observer Position is the elevation of the observer relative to the object he is viewing. The apparent size of a management activity is directly related to the angle between the viewer's line-of-sight and the slope being viewed.
 - Observer below (sometimes called "inferior")
 - Observer level ("normal")
 - 3. Observer above ("superior").
- G. Scale is the size of a part relative to the whole or to the human figure.
- H. Time For our purposes, time or time span refers to the length of time an observer views a point of interest or management activity.







SCENIC RESOURCE AREAS

INTENT

In order to clearly establish our intentions and insure consistent interpretations of the Scenic Resource Program, the following "intent" statement has been prepared:

Douglas County declares that the Scenic Resource Program is designed to address only the single issue of conserving scenic resources. We feel the success of the County's Scenic Resource Program requires that this premise be understood.

To conserve scenic resources does not imply "preserving" the landscape in its present condition. Realizing that a "healthy" forest with trees varying in age, size and density is a central element of visual quality, we expect and encourage the continuation of sound forest management practices within a scenic resource area.

Conserving scenic resources does mean determining a viewshed's capacity or threshold to withstand alterations, establishing an acceptable tolerance level for change (visual quality objective) and insuring that landscape altering activities satisfy the area's visual quality objective. Douglas County's intentions are not to prohibit man's activities commonly associated with an area, but to: (1) vary the methods used in or shape the design of a landscape altering activity; (2) schedule or delay certain actions in favor of an area's overall visual integrity; or (3) mitigate unsightly activities through the use of natural buffers or other measures..

The County retains the right to conserve scenic resources through the prohibition of certain actions, but intends this measure to be applied only as the last recourse. If the County employs prohibitions in this instance, reimbursement through such practices as tax incentives, conservation easements, etc., may be considered.

For the County's Scenic Resource Program to succeed, it will require the following:

 a general understanding by those concerned of landscape and forest management and an open mind;

- 2) cooperation by federal, state and local governments and from all those directly affected;
- 3) an interest in scenic values and judicious conduct by the Scenic Resource Management Committee; and
- 4) an appreciation by all for the scenic beauty of an area designated within this program.

OBJECTIVE: To conserve scenic resources in designated scenic resource areas while providing for the continuation of landscape altering activities, when and where compatible with the maintenance of an area's visual quality and the Comprehensive Plan.

POLICIES

- 1. Scenic resource conservation is the primary land use designation in the foreground with other plan designations assuming a secondary position.
- 2. In the foreground within a scenic resource area, uses which do not modify the landscape shall be permitted.
- 3. In the foreground within a scenic resource area, uses which modify the landscape but cannot be seen, as determined by the Scenic Resource Management Committee or its designee, from designated view routes or viewpoints shall be permitted subject to the provision of the Land Use and Development Ordinance.
- 4. Secondary uses in the "foreground" such as forest management, agriculture, mineral and aggregate mining, road construction, homesite development, energy generation or transmission facilities and commercial and tourist facilities may be allowed when found to satisfy the visual quality objective and to be compatible with scenic resource conservation.
- 5. In the "foreground" of a scenic resource area, the visual quality objective is "partial retention".
- At a public hearing conducted by the Board of Commissioners, visual quality objectives may be waived or altered for that portion of a scenic resource area upon discovery that the forest is diseased or infested by insects which threaten the area's forests.
- 7. In the "middleground" of a scenic resource area, the visual quality objective is "modification" where practical.

- 8. In the middleground, within a scenic resource area, uses which modify the landscape but cannot be seen, as determined by the Scenic Resource Management Committee or its designee, from designated view routes or viewpoints shall be permitted subject to the provision of the Land Use and Development Ordinance.
- 9. Consideration of measures to mitigate possible conflicting land use activities is required in the "middleground" of a scenic resource area.
- 10. Where necessary, screening, natural or man-made buffering, specifically selected logging practices, setbacks or other mitigation measures may be employed when considering secondary land use activities to protect scenic values of the "foreground" within a scenic resource area.
- 11. Manage vegetative fringe areas along rivers within scenic resource areas.
- 12. Coordinate with the Bureau of Land Management, Umpqua National Forest, Oregon Department of Transportation, and the Oregon State Department of Forestry in the conservation of scenic resource areas.
- 13. Scenic resource policies and regulations shall apply only to those lands contained within the scenic resource area boundary as seen from specific designated viewroutes or viewpoints.
- 14. Prior to the issuance of a forest management permit by the Oregon State Department of Forestry, the Scenic Resource Management Committee shall review the application subject to the regulations of the Scenic Resource Overlay classification.
- 15. All Scenic Resource area boundaries should be re-evaluated at least every five years.

POLICY IMPLEMENTATION

- 1. Develop scenic resource regulations for the "foreground" which permit primary uses and provides for the approval of secondary uses subject to conditions and when found compatible with primary land use activities.
- 2. A scenic resource management committee shall be appointed by the Board of County Commissioners subject to the terms of the scenic resource management ordinance.
- 3. Prior to the implementation of any scenic regulations, determine and adopt by ordinance the following:

- A. A map or maps of the scenic resource area which delineates the following:
 - 1) the area's boundary;
 - 2) officially recognized viewroutes or viewpoints;
 - 3) known lands within the boundary which cannot be seen from official viewroutes or viewpoints;
 - 4) the foreground and middleground (or adopt by reference other available inventory maps).
- B. The visual quality objective(s) of the viewshed(s).
- 4. The visual quality objective(s) for a proposed scenic resource area shall be determined from an inventory which assesses the following:
 - A. Scenic quality as defined in BLM's <u>Visual Resources Management Program</u> or as determined by BLM or the UNF.
 - b. Sensitivity level, which includes use volume, public user attitude and local residents' attitude about an area's scenic quality.
 - c. Ownership patterns and predominant land uses.





ARTICLE 32 (SR) SCENIC RESOURCE OVERLAY

SECTION 3.32.000 Purpose

The Scenic Resource (SR) Overlay classification is intended to conserve scenic quality in areas identified as possessing outstanding scenic views or sites within areas otherwise valuable for natural resource utilization. The classification provides for uses of these areas which are consistent with Visual Quality Objectives specified by the Douglas County Comprehensive Plan and which conserve scenic resources by ensuring compatibility of uses through review prior to the commencement of development.

Further, it is the intent of these regulations to establish the scenic resource as the primary use in designated "Foreground" areas, while other resources have equal status in designated "Middleground" areas and to establish procedures for review of development proposals within designated scenic areas.

SECTION 3.32.050 Applicability

The SR Overlay classification shall apply to all areas designated as Foreground and Middleground on the Douglas County Comprehensive Plan map. Pursuant to these regulations, the Comprehensive Plan map designation shall also key the appropriate procedure for approval of development requests within those areas.

For the purposes of this section, development shall include logging, grading, paving, excavation or any other activity which results in the removal of substantial amounts of vegetation or in the alteration of natural site characteristics.

SECTION 3.32.100 Uses Allowed in an SR Area

- Unless restricted by other regulations outside the scope of this Ordinance, the following uses shall be permitted without review by Douglas County in any area designated SR:
 - a. Conservation and maintenance of scenic resources;
 - b. Fish and wildlife habitat management;
 - c. Historic resource protection measures;
 - d. Passive resource management practices, such as spraying and fertilization;
 - e. Passive recreational activities.

- f. other activities which are permitted in the underlying zone that do not modify the existing land-scape.
- 2. Areas designated "Middleground":

All uses permitted or conditionally permitted by the underlying zoning district shall be permitted in designated "Middleground" areas, provided, however, that development proposals be reviewed by the Scenic Resource Management (SRM) Committee prior to commencement. Such review shall be designed to balance scenic values with other resource values and specific mitigation measures shall be recommended where necessary to protect scenic values.

- 3. Areas designated "Foreground":
 - a. Any use which is permitted outright by the underlying zoning regulations that cannot be seen from the designated viewpoints and view routes shall be permitted in a "foreground" area, so long as the existing viewshed is not altered.
 - b. In an area that cannot be seen from designated viewpoints and view routes, any use which is permitted outright by the underlying zone shall be permitted in a "foreground" area even though the existing viewshed may be altered.
 - c. Except as provided in (a) and (b) above, all uses permitted or conditionally permitted by the underlying zoning district may be permitted in designated "Foreground" areas, provided, however, that development proposals be reviewed by the Scenic Resource Management (SRM) Committee prior to commencement. Such review shall be designed to protect and conserve the scenic values of the area and allow only those uses which are or may be made compatible with scenic values by adherence to development standards. Uses that cannot be made compatible shall not be permitted.

4. Development Standards:

- a. Development standards for all areas subject to the SR overlay shall be the same as the underlying zone, unless specifically modified by the SRM Committee in a review required by (2) and (3) above.
- b. Pursuant to §10.040, the SRM Committee shall establish site specific criteria for review of development requests.

c. With the exception of those uses allowed by §3.32.100(1)(d), uses which require acquisition of a forest management permit from the Oregon Department of Forestry shall be reviewed pursuant to this Article prior to issuance of such permit by the State of Oregon.

SECTION 3.32.150 Development Review Process

- 1. Application for development approval required by the SR Overlay shall be processed pursuant to applicable sections of Chapter 2 of this Ordinance.
- 2. Pursuant to Subsection 3 of Section 3.32.100, uses which cannot be seen from designated view routes or viewpoints shall not be processed beyond (1) above, provided that:
 - a. The use is permitted outright by the underlying zoning regulations;
 - b. The use complies with Development Standards and other provisions of this Ordinance;
 - c. The SRM Committee, or its designee, determines that the use or area affected cannot be seen from the view routes or viewpoints. In making such determination, the Approving Authority shall use the information supplied by the applicant in the application and field investigation of the site. Information of sufficient detail to make such determination shall be required of the applicant at the time review is requested.
 - d. If it cannot be determined that the site is not visible from designated view routes and view-points, the application shall be processed pursuant to all provisions of this section.
- 3. Notice of a request for development review, or as provided in 2(d) above, shall be given as specified by §2.065(h) and (i) and consistent with 'content requirements of §2.110 of this Ordinance.
- 4. A decision on a request for development in an area subject to the SR Overlay shall be made pursuant to §2.120 of this Ordinance and shall be based on findings of consistency with the purposes of the Overlay district, as well as the underlying regulations.
- 4. Conditions of approval may be established to mitigate adverse impacts of development to the scenic resources. Such conditions may include screening, natural or man-

made buffering, specifically selected logging practices, setbacks and other such requirements.

In determining such conditions, the Approving Authority may address, among other considerations:

- a. the type of development and magnitude of impact;
- b. the size, design and visual impact of any proposed structures from identified viewroutes;
- c. the topography of the land between the site and the viewroute;
- d. the type and stability of the soils;
- e. the type and density of existing vegetation between the site and the viewroute;
- f. operational characteristics of logging or other extractive processes and resulting physical modification;
- g. establishment or modification of use areas, parking, pedestrian and vehicular circulation and access, natural vegetation and landscaped areas, fencing, screening and buffering, excavations, cuts and fills, signs, graphics, and lighting.
- 6. A decision of the SRM Committee shall be subject to review and appeal procedures of §2.500 2.700 of this Ordinance.
- 7. If for any reason the SRM Committee cannot review a request for development approval, the matter shall be scheduled for a public hearing before the Commission, as if the request were specified in §2.060(c).
- 8. A copy of a decision made pursuant to this Article shall be sent to parties established pursuant to Chapter 2 of this Ordinance and the Oregon Department of Forestry when application has been made for a forest management permit through that agency.





CHAPTER 10 SCENIC RESOURCE MANAGEMENT COMMITTEE

SECTION 10.000 Title:

This Ordinance shall be known as the Douglas County Scenic Resource Management (SRM) Committee Ordinance.

SECTION 10.020 Scenic Resource Management Committee:

Douglas County hereby creates the Scenic Resource Management (SRM) Committee to advise the Board of Commissioners about methods to conserve designated scenic resources and review requests for development in designated scenic areas.

- 1. Composition, Members, Terms:
 The Scenic Resource Management Committee shall consist of three (3) voting members with support from nonvoting ex officio members. Voting members shall be appointed by the Board of Commissioners and shall serve without compensation, but shall be entitled to mileage at the rate given the members of the Planning Commission. Appointments shall be as follows:
 - a. Appointed members shall serve for four (4) years except the first term, of which one (1) member shall serve for two (2) years; one (1) member shall serve for three (3) years; and one (1) member shall serve for four (4) years. Vacancies on the Scenic Resource Management Committee, excepting the regular expiration of a term, shall be filled by a temporary appointment by the Board for the remainder of the term. All initial members may be reappointed.
 - b. Voting members shall include: One member of the Douglas Timber Operators (DTO); one representative from an organized conservation group; and one citizen at large possessing a general knowledge of forestry, soils, geology, or landscape architecture, and having an interest in conserving the County's scenic resources.
 - c. Nonvoting, ex officio members shall include one forestry or scenic specialist from the Roseburg District of the Bureau of Land Management, one forestry or scenic specialist from the Umpqua National Forest, and one representative of the Oregon State Department of Forestry, as long as both professions are represented. Other ex officio members representing federal or state agencies may be included in the SRM Committee upon the request of the voting

members and appointment by appointment of the Board.

2. Resignation and Removal

- a. A member of the Scenic Resource Management Committee may resign at any time by submitting such resignation to the Board.
- b. Members of the SRM Committee may be removed by the Board for cause, which includes, but is not limited to, neglect or inattention to duty, failure to attend meetings or failure to implement the policy and purpose of this Ordinance.

SECTION 10.030 Officers, Meetings, Rules and Procedures:

- 1. The voting members shall elect a chairman and vice-chairman for a two year term. The chairman shall preside over Scenic Resource Management Committee meetings and retain the right of vote. The Vice-chairman shall officiate during the Chairman's absence.
- 2. Two (2) voting members of the SRM Committee shall constitute a quorum for conducting any business.
- 3. Public hearings in accordance with Section 2.300 of this Ordinance shall be held within thirty (30) days of receipt of an application for activities within the foreground area. Provisions of Notice contained in Section 2.065(a) shall apply.
- 4. Public meetings may be held to review procedures or gather information regarding the designation of scenic resource areas in Douglas County or to discuss any scenic resource issues.
- 5. The Committee shall abide by Oregon's Public Meeting Law, ORS 192.610 192.990.

SECTION 10.040 <u>Functions</u>, <u>Powers and Duties</u>:

- 1. The duties of the Scenic Resource Management Committee shall be limited to determinations made under this section.
- 2. The Scenic Resource Management Committee shall develop criteria and guidelines for determining acceptable levels of change within specific visual quality objectives.

- 3. The Scenic Resource Management Committee shall develop criteria for reviewing conditionally permitted uses which encompass those factors affecting the variety class and sensitivity level of scenic areas.
- 4. The Scenic Resource Management Committee is obligated at a public meeting to review and recommend mitigation measures in the middleground to insure the conservation of scenic resources in Scenic Resource areas. The Scenic Resource Management Committee shall hold public hearings on requests for approvals consistent with the policies of the Comprehensive Plan and in accordance with the regulations of this Ordinance in foreground areas.
- 5. The Committee shall possess the power and authority to seek advice or testimony relating to its purpose from any appropriate agency or person.
- 6. When a land use action threatens a designated scenic resource area, the Scenic Resource Management Committee shall advise appropriate agencies and recommend mitigation measures.
- 7. The SRM Committee shall not make expenditures of money for the County, nor shall it possess the authority to obligate the County for payment of money or for the provision of services without authorization of the Board.
- 8. All decisions of the Scenic Resource Management Committee shall be accompanied by findings of fact for each application received.
- 9. The Scenic Resource Management Committee shall submit an annual report to the Board in January of each year. The chairman may delegate the preparation of the report to the vice-chairman or the other voting member.
- 10. The Scenic Resource Management Committee shall have the authority to suggest changes to this Ordinance.
- 11. In accordance with a request by the Board, the Scenic Resource Management Committee may have other functions, authority and duties relating to the conservation of Douglas County's scenic resources.

SECTION 10.050 Review of a Scenic Resource Management Committee Decision:

1. Fifteen (15) days from the date of a written decision of the Scenic Resource Management Committee, the decision shall become effective unless review is sought pursuant to the requirements of Section 2.500 of this Ordinance.

2. Any review of a Scenic Resource Management Committee decision requested pursuant to the provisions of Section 10.050 shall be conducted in accordance with the procedures of Section 2.700.

SECTION 10.060 Scenic Resource Area Designation Process:

- 1. The Scenic Resource designation may be initiated by the Board of Commissioners, Planning Commission, or the SRM Committee. Any member of the public may request the establishment of a scenic resource conservation area by submitting to the SRM Committee the information required by $\S10.060(2)$.
- 2. Prior to the designation of an area as a Scenic Resource area, an inventory of the proposed area must be reviewed by the Douglas County Scenic Resource Management Committee. This inventory must include a map or maps of the area which delineates the following:
 - a. the area's boundary;
 - b. proposed view routes and viewpoints;
 - c. known lands within the boundary which cannot be seen from the official view routes or viewpoints;
 - d. delineation of the foreground and middleground of lands viewed from proposed view routes or view-points.
- 3. Within one year of receipt of an inventory proposing an area for the Scenic Resource designation, the Scenic Resource Management Committee shall conduct a public hearing and prepare a final report, which shall contain the following:
 - a. The inventory discussed in Section 10.050(1);
 - b. An assessment of the "scenic quality" of the proposed area or as predetermined by inventories of "scenic quality" prepared by either the Roseburg District of the Bureau of Land Management or the Umpqua National Forest;
 - c. An assessment of the sensitivity level of the proposed area;
 - d. An assessment of the proposed area's ownership pattern and predominant land uses and their influence on an area's visual quality objective(s);

- e. A recommendation of whether to designate or reject the proposed Scenic Resource Management area;
- f. A determination of the economic, social, environmental, and energy consequences if conflicting uses substantially different from those previously discussed in the Comprehensive Plan are identified;
- g. SRM Committee public hearing findings supporting their recommendations; and
- h. Recommended visual quality objective(s) (if different than those provided in the Comprehensive Plan) for the area or subareas if recommended to be designated a Scenic Resource area.
- 4. The SRM Committee shall forward any positive recommendation and their report to the Douglas County Planning Commission for the purpose of including a new Scenic Resource area in the County's Comprehensive Plan.
- 5. If the SRM Committee rejects an area for inclusion as a Scenic Resource area, an appeal of the decision can be made by any party qualifying under Section 10.060(1) of this Ordinance to the Douglas County Planning Commission.
- 6. Within six months of receipt of the report from the Scenic Resource Management Committee and a recommendation to designate an area as a Scenic Resource, or upon appeal of a decision to reject an area, the Douglas County Planning Commission shall hold and complete a public hearing regarding the amending of the Douglas County Comprehensive Plan and zoning map for the designation of an area as a Scenic Resource. Upon completion of the public hearing, the Commission shall then forward their recommendation along with the report from the Scenic Resource Management Committee to the Douglas County Board of Commissioners.
- 7. Upon receiving a positive recommendation from the Douglas County Planning Commission and the report of the Scenic Resource Management Committee regarding a proposed Scenic Resource area, the Douglas County Board of Commissioners shall conduct public hearing(s) to amend the Douglas County Comprehensive Plan and Zoning Map or reject the proposal.
- 8. If the Douglas County Planning Commission rejects a SRM Committee recommendation to designate an area for inclusion in the Comprehensive Plan as a Scenic Resource, the SRM Committee may appeal that decision to the Douglas County Board of Commissioners.







SCENIC RESOURCE DEFINITIONS

- BACKGROUND: The distant part of a landscape, picture, etc.; surroundings, especially those behind something and providing harmony or contrast; surrounding area or surface. Area located from 3-5 miles to infinity from the viewer.
- CULTURAL MODIFICATION: Any man-made change in land, waterform or vegetation (roads, bridges, buildings, fences); the addition of a structure which creates a visual contrast to the natural character of a landscape. A negative cultural modification is disharmonious with the existing scenery. A positive cultural modification can actually complement and improve a particular scene by adding variety and harmony.
- <u>DISTANCE ZONES</u>: Areas of landscapes denoted by specified distances from the observer, used as a frame of reference in which to discuss landscape characteristics or activities of man. The three distance zones are foreground, middleground and background. The following are examples of the three distance zone concepts:

	Foreground	Middleground	Background
Distance	0-1/4-1/2 mile	1/4-1/2 - 3-5 miles	3-5 miles-infinity
Sight capacity	detail	detail & general	general - no detail
Object viewed	rock point	entire ridge	system of ridges
Visual characteristics	individual plants & species	textures (conifers & hardwoods)	patterns (light & dark)

FOREST MANAGEMENT: Within a scenic resource area means:

- a. The harvesting of forest crops including felling, bucking, yarding, decking and hauling, road construction or improvement within the operation area described, and treatment of slashing.
- b. Road construction or reconstruction of existing roads not within operation areas.
- c. Site preparation.
- d. Clearing forest land for change to non-forest use.
- e. Treatment of slashing after completion of operations.
- f. Pre-commercial thinning.
- ENHANCEMENT: A short-term management alternative which is done with the express purpose of increasing positive visual variety where little variety now exists.
- FOCAL: Line of sight and major elements in the landscape converge to a centralized point.

- FOREGROUND: The detailed landscape found within 0 to 1/4 1/2 mile from the observer.
- MAXIMUM MODIFICATION: A Visual Quality Objective meaning man's activity may dominate the characteristic landscape but should appear as a natural occurrence when viewed as background.
- MODIFICATION: A Visual Quality Objective meaning man's activity may dominate the characteristic landscape but must, at the same time, utilize naturally established form, line, color, and texture. It should appear as a natural occurrence when viewed in foreground or middleground.
- NONFOCAL: Those lateral or peripherally viewed lands which are nonconvergent due to a lack of enframement or edge definition. Generally outside 100° arc or cone of vision.
- OPEN SPACE: Consists of lands used for agricultural or forest uses, and any land area that would, if preserved and continued in its present use:
 - (a) Conserve and enhance natural or scenic resources.
- PARTIAL RETENTION: A Visual Quality Objective which in general means man's activities may be evident but must remain subordinate to the characteristic landscape.
- PRESERVATION: A Visual Quality Objective that provides for ecological change only.
- REHABILITATION: A short term management alternative used to return existing visual impacts in the natural landscape to a desired visual quality.
- RETENTION: A visual quality objective which in general means man's activities are not evident to the casual forest visitor.
- SCENIC AREAS: Are lands that are valued for their aesthetic appearance.
- SENSITIVITY LEVEL: A particular degree or measure of viewer interest in the scenic qualities of an area's landscape to be measured by the amount or volume of use (traffic, number of people, etc.), public user and local resident's attitude about an area's scenic quality.
- VIEWPOINT: A point from which an area or viewshed is seen.
- VIEW ROUTE: A road, trail or path from which a number of viewsheds can be seen.
- VIEWSHED: Total area observed. May be measured in terms of foreground, middleground and background.
- VISUAL ABSORPTION CAPABILITY (VAC): The physical capability of the land to support management activities without loss of visual integrity. The relative ability of the land to absorb use and meet visual quality objectives.

- VISUAL QUALITY OBJECTIVE (VQO): A desired level of scenic quality. Refers to one of five alterations of the natural landscape: preservation, retention, partial retention, modification and maximum modification. VQOs are analyzed from three different perspectives:
 - 1. The "Desired Character" to be retained or created.
 - 2. The "Negative Elements" that create undesirable contrast such as activity residues, skid roads, skyline cable corridors.
 - 3. The "Positife Elements" of water forms, rock forms, distinctive vegetation and spaces, which may be introduced or emphasized by removing, thinning, or planting surrounding vegetation.







APPLICATION OF STATEWIDE PLANNING GOALS

The State of Oregon requires local governments to satisfy the requirements of the Statewide Planning Goals through the development of comprehensive land use plans and implementation ordinances. In developing and implementing the County's Scenic Resource Program, the requirements of the "Open Space, Scenic and Historic Areas and Natural Resources Goal" (5) were satisfied. Also, in accordance with Oregon Administrative Rule (OAR) 660-16-000 of the Land Conservation and Development Commission (LCDC), Douglas County's Scenic Resource Program complies with the procedural obligations of instituting such a program. A discussion of the goal and procedural obligations and methods used to satisfy those requirements follows.

Goal 5 and OAR 660-16-000 Requirements

Statewide Planning Goal 5 reads as follows:

GOAL: To conserve open space and protect natural and scenic resources.

Programs shall be provided that will: insure open space, protect scenic and historic areas and natural resources for future generations, and promote healthy and visually attractive environments in harmony with the natural landscape character. The location, quality and quantity of the following resources shall be inventoried:

f. Outstanding scenic views and sites.

Where no conflicting uses for such resources have been identified, such resources shall be managed so as to preserve their original character. Where conflicting uses have been identified the economic, social, environmental and energy consequences of the conflicting uses shall be determined and programs developed to achieve the goal.

 $^{^{1}}$ Open space - consists of lands used for agriculture or forest uses, and any land area that would, if preserved and continued in its present use: (a) conserve and enhance natural or scenic resources.

²Scenic Areas - are lands that are valued for their aesthetic appearance.

³Land Conservation and Development Commission, "Statewide Planning Goals and Guidelines," p. 7.

Providing further clarification of Goal 5, OAR 660-16-000 was adopted by the LCDC in May of 1981. The following are significant passages from that rule:

A "valid" inventory of a Goal 5 resource must include a determination of location, quality, and quantity of each of the resource sites. For site-specific resources, determination of <u>location</u> must include a description or map of the boundaries of the resource site and of the impact area to be affected.

The determination of <u>quality</u> requires some consideration of the resource site's relative value, as compared to other examples of the same resource in at least the jurisdiction itself.

A determination of <u>quantity</u> requires consideration of the relative abundance of the resource (of any given quantity).

The site is not significant.

Based on information that is available on location, quality and quantity, the local government might determine that a particular resource site is not important enough to warrant inclusion on the plan inventory, or is not required to be included in the inventory based on the specific Goal standards. No further action need be taken with regard to these sites

Delay the Goal 5 Review Process

When some information is available, indicating the possible existence of a resource site, but that information is not adequate, the local government should only include the site on the comprehensive plan inventory as a special category. The local government must express its intent to inventory that resource site in the future. The plan should include a time-frame for this review.

Proceed with the Goal 5 Review

When information is available on location, quality and quantity, and the local government has determined a site to be significant or important as a result of the data collection and analysis process, the local government must include the site on its plan inventory and indicate the location, quality and quantity of the resource site.

Step 1 - Identify Conflicting Uses

It is the responsibility of local government to identify conflicts with inventoried Goal 5 resource sites. A conflicting use is one which, if allowed, could negatively impact a Goal 5 resource site. Where conflicting uses have been identified, Goal 5 resource sites may impact those uses. These impacts must be considered in analyzing the economic, social, environmental and energy (ESEE) consequences.

Step 2 - Determine the Economic, Social, Environmental and Energy (ESEE) Consequences

Both the impacts on the resource site and on the conflicting use must be considered in analyzing the ESEE consequences. The applicability and requirements of other Statewide Planning Goals must also be considered. A determination of the ESEE consequences of identified conflicting uses is adequate if it enables a jurisdiction to provide reasons to explain why decisions are made for specific sites.

Step 3 - Develop Programs to Achieve the Goal

Based on the determination of the economic, social, environmental and energy consequences, a jurisdiction must "develop a program to achieve the Goal." A jurisdiction is expected to "resolve" conflicts with specific sites in any of the following three ways:

- a. Protect the resource site
- b. Allow the conflicting uses
- c. Regulate conflicting uses while conserving the resource

To implement (the above) decision, the jurisdiction must designate with certainty what uses and activities are allowed fully, what uses and activities (normally allowed by the zone) are not allowed at all and which uses are allowed conditionally. Also, what specific standards or limitations are to be placed on permitted and conditional uses and activities for each resource site. Whatever mechanisms are used, they must be specific enough so that affected property owners are able to determine what uses and activities are allowed, not allowed, or allowed conditionally and under what clear and objective conditions or standards.

Satisfying Goal 5

The following summary assesses the County's Scenic Resource Program with the requirements of Goal 5.

1. Goal 5 inventory management:

Program policy implementation statements 3 and 4 and Section 10.060 of the Land Use and Development Ordinance require an extensive inventory prior to the designation of any scenic resource area.

Scenic sites determined to be significant must be inventoried:

The only site which has been determined to be significant to date, the

proposed North Umpqua Scenic Area, has been evaluated (contained in this report).

3. Identified conflicting uses:

A scenic resource area designation will likely include natural resource lands and in some cases enclaves of residential or tourist commercial land uses. Therefore, any number of uses commonly found in Douglas County's natural resource areas could "potentially conflict" with scenic resource values. An analysis of the economic, social, environmental and energy consequences is needed.

The following uses, which are permitted or conditionally permitted within the County's agriculture and forestry zones, are included in the general ESEE analysis:

Certain types of agriculture
Forest management
Mineral and aggregate mining
Road construction
Homesite and commercial development
Energy generation

4. Determination of the economic, social, environmental and energy consequences:

Conserving scenic resources will have a short-term negative impact economically on some resource uses such as forest management and agriculture. By requiring visual buffers, selective logging or an alteration in the size of a clearcut, a delay in the harvesting of some timber could occur. A five to fifteen year delay in the harvest of some trees will result in some financial loss as well as a slight alteration in the optimum harvest cycle for those lands involved.

In certain instances, energy generation, the mining of minerals, and commercial or residential development may be precluded in the name of scenic resource conservation. The long-term economic consequences of not allowing these uses could only be determined in site specific instances. However, the County's Scenic Resource Program's objective is to mitigate conflicting uses

rather than prohibit them; thus, this situation and negative consequences will occur rarely, if at all.

There can also be negative economic consequences associated with not conserving scenic resources. Tourist and commercial opportunities will be lost if "outstanding scenic sites and views" are ruined. Also, if Federal or state wild or scenic rivers programs are mandated (which remains an option for the North Umpqua River), greater economic impacts and limitations on use could be anticipated.

The consequences of implementing the County's Scenic Resource Program will be a net benefit socially. The positive aesthetic benefits of conserving scenic resources outweigh the inconveniences such a program may cause the public.

Environmentally, scenic resource conservation will provide additional environmental benefits. Benefits to water quality and the conservation of wild-life habitat, particularly for non-game, furbearing and cavity dwelling animals, will be program by-products.

The energy consequences of allowing conflicting uses or by implementing the Scenic Resource Program are negligible. Some additional analysis of the energy consequences may be necessary if the Scenic Resource Program ever precludes the development of an energy generation facility.

Based on the results of the ESEE analysis, there are detriments associated with the implementation of the Scenic Resource Program, particularly when considering the economic impacts on local landowners, the local economy and the economy of the state. Yet the County finds and concludes that the net benefits of providing a Scenic Resource Program and the accompanying provisions of the Comprehensive Plan, Sections 3.32.00 and 10.000 of the Land Use and Development Ordinance are necessary to conserve the County's scenic resources and meet Statewide Planning Goal 5.

5. The applicability of other goals

- The citizen involvement (1) and land planning goals (2) apply and are satisfied through the publishing of this report and the County's citizen review process.

- The agricultural (3) and forest lands (4) goals apply and are slightly impacted (see ESEE consequences) by the tradeoff made in favor of the Goal 5 resource.
- Requirements of the air, water and land quality (6), natural hazards (7) and recreational needs (8) goals are all indirectly satisfied by the retention of the resource.
- The economy of the state (9) is addressed in the ESEE consequence analysis.
- The remaining Statewide Planning Goals have no direct application in this matter.

6. Develop a Program to Achieve the Goal

Douglas County's Scenic Resource Program consists of a Comprehensive Plan objective, policies and implementation statements and Land Use and Development Ordinance sections 3.32.000 and 10.000. This program regulates conflicting uses while conserving the resource.

Compliance with ORS 527.726

In 1979, the Oregon Legislature passed HB3008 which recognizes the Oregon Forest Practices Act as the means of regulating forest practices and places restrictions on local government from further regulating forest management activities. The specific provision which allows Douglas County to develop the Scenic Resource Program, Oregon Revised Statute 527.726, reads as follows:

527.726 Local government forest operations restrictions not to interfere with county planning duties. (1) Nothing in ORS 527.722 and 527.724 is intended to preclude counties from performing their planning duties pursuant to ORS 197.005 to 197.430 with respect to forested lands by:

- (a) Designating in comprehensive plans forested lands to be conserved in accordance with the state-wide planning goals;
- (b) Zoning forested lands for uses other than or complementary to commercial growing and harvesting of forest tree species in implementing a comprehensive plan; or
- (c) Adopting rules, regulations or ordinances regulating forest operations on those forested lands zoned for primary uses other than the commercial growing and harvesting of forest tree species in accordance with the use or purpose for which those lands have been zoned.

The following summary addresses ORS 527.726.

- A. The County's program does designate certain forest lands to be conserved in accordance with Goal 5.
- B. The scenic resource overlay classification does zone forest lands for certain uses other than or complementary to commercial forest management.
- C. The County's program requires review of uses by the Scenic Resource Management Committee, and may regulate forest operations in accordance with the purpose of scenic resource conservation.







NORTH UMPQUA SCENIC RESOURCES AREA REPORT

The impetus for developing a County Scenic Resource Program came as a result of activities occurring along the North Umpqua Highway between the community of Idleyld Park and the Umpqua National Forest Boundary. The basis on which this effort began is best summarized in the following statement:

The single issue before us is to best protect the scenic values of the North Umpqua River without unduly jeopardizing property rights and the timber base of the area.

The issue is complex for we must determine the extent of the protected corridor and the degree of protection.

Balanced effort would permit harvest practice of all timber screened from view of the North Umpqua Highway, under normal constraints of the Forest Practices Act.

Timber within view would be harvested under very strict constraints authorized by a committee of experts selected by the Board of Commissioners. Activities permitted must protect both the stream and aesthetic values to the degree authorized in each particular instance. Some areas may permit greater flexibility of harvest practice than others.

It is the function of this committee to determine the scope of the protected area and to offer guidelines to follow by those who must apply them.

Final proof lies in the effectiveness of protection by those responsible. The Commissioners bear final responsibility. Public response will tell them the degree of success. A careless approach will hand the responsibility to higher authority by state or federal scenic river designation allowing unbearable constraints enforced by those unaffected locally and probably creating a greater burden upon the river we wish to protect.

Increased usage from throughout the nation and the world is a poor alternative to indiscriminate logging practices, neither of which are the preferred alternative of which our committee is searching.

In conjunction with the development of the County's Scenic Resource Program, criteria to define, designate and conserve the scenic resources of the North Umpqua River were devised. Prior to the designation of the North Umpqua

¹Statement by Ken Hebard, Douglas County Planning Commissioner and a professional forester.

Scenic Area, the requirements of Section 10.060 of the Land Use and Development Ordinance must be addressed. In response to the requirements of the Ordinance, the following statements are made:

- 10.060(1) The North Umpqua Scenic Resource Area (NUSR Area) was proposed by the Douglas County Board of Commissioners.
- 10.060(2) A map which meets the requirements of this subsection is contained within this report.
- 10.060(3) This summary and scenic resource program shall serve as the official report for the North Umpqua Scenic Resource Area.
- 10.060(3)(b) Official reference is made of the Bureau of Land Management's assessment of the NUSR Area's scenic quality. The area is assessed as a Class "A" by the BLM.
- 10.060(3)(c) The following summary is an assessment of the NUSR Area's "sensitivity level":

Three components combine to establish an area's sensitivity level. The volume or number of users, the user's attitude about the area and the local resident's feelings about the area's scenic quality.

With regard to the North Umpqua River Area, the sensitivity level is probably the greatest of any single area in Douglas County. The area's highway is heavily traveled (2,300 average daily traffic). The North Umpqua River has a national reputation for fishing and beauty. The State of Oregon has designated this portion of Highway 138 a "Scenic Highway".

In 1977, the North Umpqua Planning Advisory Committee survey revealed from those responding that the scenic values of the area are indeed appreciated. And finally, this area has been proposed for the state Scenic Rivers designation.

Finding - The North Umpqua Scenic Resource area has a "high" sensitivity level.

10.060(3)(d) - The area's predominant land uses are forestry. Some residential and commercial activities exist along the highway. Ownership of the "foreground" is predominantly Federal (BLM) or Douglas County. "Middleground" is primarily owned by the USA (BLM) and Champion International. Some other private timber companies are represented. Ownership has no significant influence on the area's scenic quality; it remains highly scenic.

- 10.060(3)(e) A positive recommendation to designate the North Umpqua Scenic Resource Area is hereby given.
- 10.060(3)(f) No other conflicting uses have been identified.
- 10.060(3)(g) In absence of an appointed SRM Committee and their formal public hearing, this provision is satisfied by this report.
- 10.060(3)(h) Does not apply.

NORTH UMPQUA SCENIC RESOURCE AREA MAP EXPLANATIONS Map 1 - Comprehensive Plan

Foreground

In the foreground, Scenic Resource is the "primary" plan designation. Those lands designated for (foreground) residential, tourist commercial and timber resource uses are subject to the provisions of Scenic Overlay Zone.

Middleground

In the middleground, scenic resources and timber resources are both primary plan designations. Proposed timber resource uses are required to undergo review by the SRM Committee before any action is taken. Recommendations for conserving scenic resources may be suggested by the SRM Committee; forest practices at a minimum must be in accordance with the Oregon Forest Practices Act.

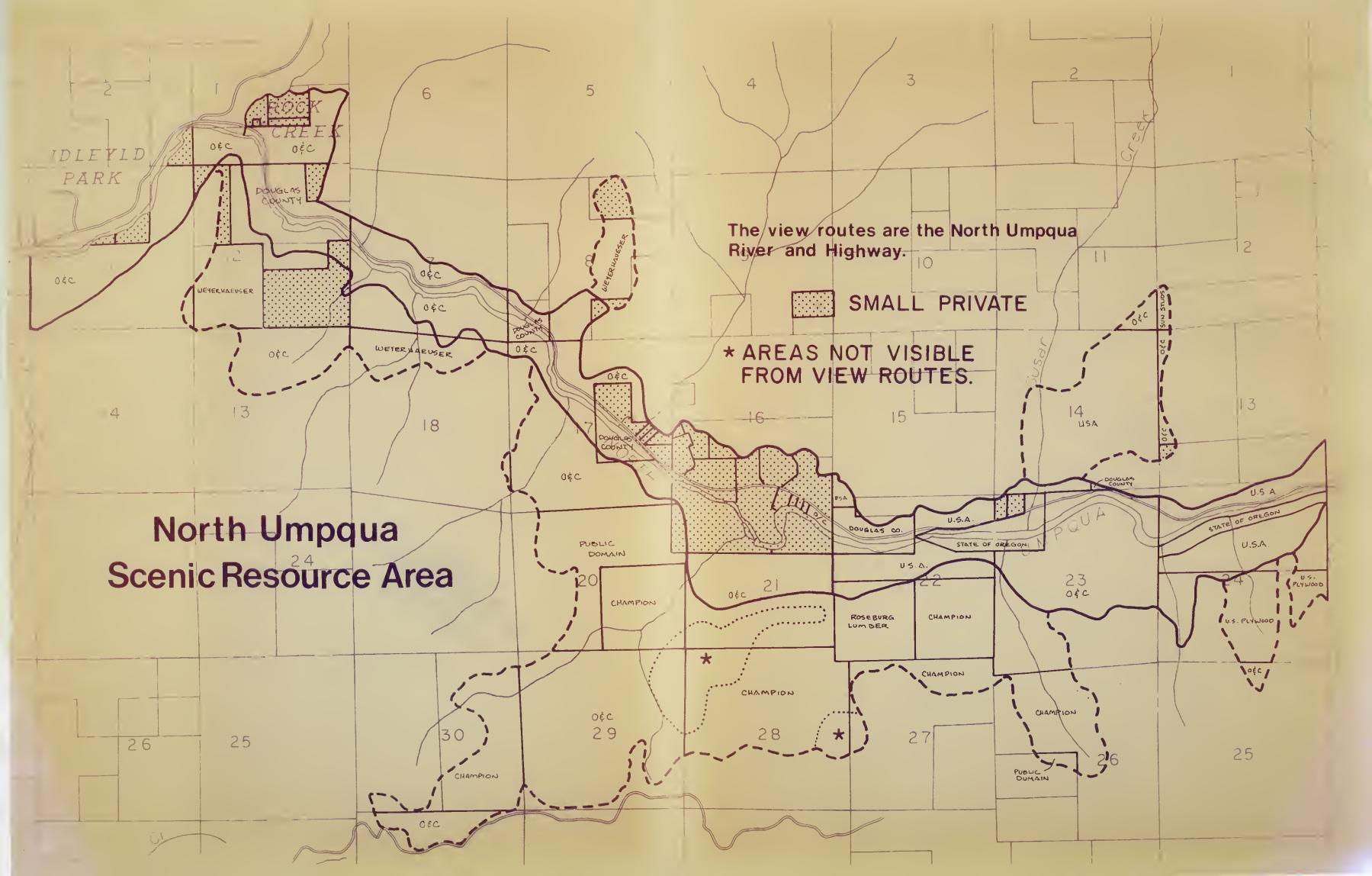
Map 2 - Inventory Map

As required by 10.060(2) of the Land Use and Development Ordinance, an inventory map which delineates (1) the area's boundary, (2) any proposed view routes or viewpoints, (3) known lands which cannot be seen from the official view routes or viewpoints and (4) the delineation of the foreground and middleground was prepared. This map also displays ownerships.

The foreground is depicted by the solid line while the dashed line delineates the middleground. The two "star" areas surrounded by dotted lines are not seen from the view route.







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